The Report of the Commission of Inquiry Regarding Small Secondary Schools in Northern Ontario

Submitted to
The Honourable
Bette Stephenson, M.D.
Minister of Education
by G. R. Allan,
Commissioner

February 15, 1983

Ontario
Ministry of Education
Ministry of Colleges and Universities
Hon. Bette Stephenson, M.D., Minister
Harry K. Fisher, Deputy Minister

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1. NORTHERN ONTARIO

Introduction

Thirty-five years ago I was teaching in Capreol High School. There were four teachers, including a true intellectual, L. A. Gilbert, as principal, and eighty-two students. I taught ten subjects a day, each one of them different, all in what we would call the advanced program. It was an excellent staff and for a young person going on to university it was a first-class preparation. I must report, however, that there were thirty-five in my Grade 9 Science class, and five in my Grade 13 Geometry class. The following year, I moved to Kirkland Lake Collegiate and Vocational Institute. Here was a school that taught all of the children of all of the people, with a complete range of options and programs. Some years later, when I was principal of this school, I was proud that of every one hundred students who started in Grade 9 some seventy-five graduated from Grade 12, and thirty-five from Grade 13. The experience in the small school in the CNR town, and the large school in a gold town, made me aware of the special characteristics of Northern Ontario communities and of the disparity of opportunity for young people, depending as it did, on the size of the secondary school. As a High School Inspector and as a Regional Director I was constantly reminded of that disparity and of the special needs for Northern Ontario.

1.1 Resource based communities

Many of the communities in Northern Ontario, and certainly the ones that are considered in this report, have similar characteristics. They are built on economies based on natural resources, either minerals or forest products. As such, they are, for the most part, single industry communities, and their well-being is completely related to the market conditions that affect their products. They are, in some cases, living with the Sword of Damocles hanging over their heads, namely, the depletion of the resource itself. It is a boom or bust type of economy.

1.2 Quality of Life

This study is limited to towns which are at least forty miles from another community which has a secondary school, providing the high school in the town has under four hundred students. For the most part then, they are isolated, and in some cases public transportation is just not available. It is these towns which fit the description given in the Brief from the Manitouwadge Committee on Responsible Education, "Major concerns are 1) lack of shopping facilities 2) minimum medical facilities 3) lack of cultural recreation 4) expense and risk of owning one's own house 5) limited friendships 6) limited educational facilities". "From this, it can be seen that living in small isolated communities puts great stress on the individual. This is especially so in the case of the individual who comes from the urban centres and cannot adapt to the local environment". On the other hand these towns become very self-reliant and seem to develop more than their share of rugged individualists, fierce loyalties and strong rivalries with other communities.

There are, of course, solutions such as the restructuring of the economies with the placement of secondary and support industries in these communities Other interventions have been accomplished and have certainly improved the quality of life in these small towns. Major companies have made a great contribution, often in the form of physical recreation or community centres. The various Ministries of the Ontario Government, but particularly Northern Affairs, have made significant improvements in the health services, including a back-up system of air ambulances, environmental services in water and sewage treatment systems, transportation with the service of Norontair, and other modern necessities such as community cable systems and family support services have made a tremendous difference in terms of reducing isolation and improving the kind of family life in the north.

1.3 Secondary Education in Small Communities

The bad news is that the same improvements have not been made in the secondary school programs. Indeed the gap between the programs in the schools in the study, and those in larger communities in the north or south is becoming wider. The reasons have to do with the fact that expectations of society for the school system have been increasing while the declining enrolment in small schools causes the elimination

of programs or courses because there is no other way to reduce costs proportionately. In larger schools you may reduce the number of sections of Grade 9 Mathematics or Grade 10 English. In small schools there is often just one section of these courses available. The expectations have taken the form of special education requirements, i.e. Bill 82, the advance of technology and computer related courses, the need for the aesthetic values of the arts and now the further complications of the Ministry's Response to the Secondary Education Review Project. If it is difficult to schedule the required number of credits in five years, it becomes almost impossible to do it in four years.

1.4 Educational Compromises that have been made

There are, of course, many observations one may make about small schools, and they are by no means all negative. School climate is made up of a number of aspects, such as discipline, social relationships, motivation and things such as extra-curricular activities. The small school develops better school spirit. There is a sense of intimacy or belonging. Students develop their talents in extra-curricular activities which are not just an opportunity for the gifted to excel. Research by Ray Barnhardt stated: "Students were found to participate more, school meant more to them, they formed closer and more lasting relationships, they were more tolerant of others, they were more effective in group processes, they could communicate better, they were more productive and they found their work more meaningful."[1] Although small schools tend to magnify the strengths and weaknesses of staff, and the high visibility of the principal is of crucial importance, teachers are more student-oriented, and can be held more accountable for student performance. The teachers can participate in the development of direction, policies and programs of the school and consequently have a greater commitment to them. For parents, the small school is something to which they can relate. Parent involvement is

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[1] Ray Barnhardt et al. Small High School Programs for Rural Alaska Vol. 1.

available and they feel closer to the school and that communication is better. Indeed the goals and policies of the school are more easily defined, understood and appreciated by parents. Although small schools are costly on a per pupil basis, in many ways they are a bargain because students from small communities seldom make demands on activities such as probation, child guidance or other provincial services.

In program terms, the school boards and principals have had to make many compromises and policy decisions, some of which are directly related to costs.

There has been a reduction in the pupil-teacher ratio which in most schools approaches 25%. Principals have organized their schools by having two levels or grades take a program in the same class. Open level courses, with as many as three divergent levels combined in one class, are prevalent. Under the new Memorandum - 62 Policy/Program course objectives and evaluation procedures for each level of difficulty must be stated clearly. Some subjects are taught on alternate years in the senior division and often the school is organized on a semester basis to provide as many opportunities for students as possible. The teachers certainly have more subjects to prepare for each year, and often teach more periods per day than their colleagues in larger schools. Principals have increased flexibility by combining with the elementary schools for some subject specialists and have used the community resources for programs such as co-operative education, linkage, and volunteer special instructors. The bottom line, however, is that options and levels have been reduced.

1.5 Needs for the future

For geographic or political reasons, some small schools must remain in Northern Ontario. Some areas are so remote that they cannot be part of a larger unit of administration because the logistics of board meetings and common services of supervision, business and plant functions are just not feasible. Of necessity then, some services must be provided. The Ministry has recognized these needs by the maintenance of three Regional Offices and an expanded range of services from these offices in Northern Ontario.

Some small schools or entities must be maintained because the language of instruction is French. This study has not examined matters of program or governance in these cases. It is more appropriate that others have done this. Suffice it to say, at this point, that any changes in financing secondary education that may result from this report should be made available to French-language entities if they are small. Obviously extra funding is necessary because they are small, not because it is a different language of instruction.

Back-up systems must be provided for small schools or individual students when particular options are not available. Correspondence courses, modern technological systems and self-learning programs must be available.

Finally, direct service in curriculum review, development and implementation is needed. Financial improvement will improve program selection for students. Co-operation and imagination must be used by principals, administrators and trustees to produce new and innovative plans to assist the young people in their growth and development.

2. THE LAKE SUPERIOR BOARD OF EDUCATION

2.1 The Geography and the Dilemma

It is very tempting to compare the area in the jurisdiction of the Lake Superior Board of Education with that of a medium sized state, or indicate that it is twice the size of Prince Edward Island. Actually it is really four townships strung together with 150 miles of highway, namely #17 and #614. It is, as one brief put it, four islands in a sea of trees. The total population is 10,246 and there are 850 students in three high schools, Manitouwadge H.S., Marathon H.S., and Lake Superior H.S. which is a two-campus operation in the towns of Schreiber and Terrace Bay.

The school board found itself with a dilemma. On one hand, parents demanded an equal opportunity for their students, that is, comparable education to that which students receive in Thunder Bay. On the other hand, costs were rising, and enrolment, and therefore revenue was decreasing in terms of uninflated dollars.

2.2 Board Initiatives and Reviews

The school board did what any responsible board would do. They asked for, and obtained, a series of reviews. They examined the enrolment decline with projection for the next few years, the physical plant, the financial status and a number of special studies in special education, the arts, shops and library resources. A complete review of the secondary school program was completed by an external team, consisting of Dr. John Davis of OISE, Mr. Dave Eaton of OSSTF and OSSHC, and Mr. Bill Morgan of the Northwestern Regional Office of the Ministry of Education.

2.3 Presentations to the Government

On the basis of these reviews, the Board made a number of submissions to various parts of government. The major presentation to the Ministry of Education, the Ministry of Revenue and the Ministry of Northern Affairs is a complete review of the problems confronting the Lake Superior Board of Education. This presentation, completed in February 1982, made recommendations regarding residential education taxes, trustee representation, finance and housing. This report has been examined carefully by the Commissioner.

2.4 Local Solutions

In June, 1981, the board targeted the Schreiber Campus of Lake Superior High School for closure. A School Study Committee was established and, in March 1982, after an extensive six-month study with volumes of materials and background information, with public input and analysis, it recommended that the Lake Superior High School continue to be a twinned campus. In early 1982, the Board, faced with the challenge of replacing two schools and upgrading others, found itself overextended with its extensive real estate holdings. The cost of operating and maintaining thirty-six houses and three apartment buildings with twenty-six units, drained the Board resources annually. A policy was passed which included a substantial increase in rent and a purchase plan with significant incentives, but with the Board committed to dispose of any property not purchased within a five-year period. Manitouwadge is the community most affected by this policy, and a Committee on Responsible Education from the town has submitted a brief which asks for a choice for the teachers of either continuing to rent or proceeding with the purchase option, a reduction of the rental increases, and a local committee to operate the property on a break-even basis, with a slight contribution to a capital fund for future maintenance efforts.

2.5 Community Concerns

Public hearings were held in the four communities by the Commissioner, and oral and written briefs were received. The long term issues were often set aside when immediate problems such as teacher-board negotiations or the election alternatives were raised. The Commissioner met with the Lake Superior Board of Education, the School Study Committee, the Manitouwadge Committee on Responsible Education, the Board Administration, the high school teachers, and representatives of the four municipal councils in the jurisdiction. The one common concern expressed explicitly and implicitly was that of the program for secondary students. The comments included:

1) the desirability of extending program in the area of technology courses, basic level practical courses, the arts, special education, more Grade 13 subjects and Native studies;

2) the necessity for alternate delivery systems for individual students or small groups, when subjects were not available in a school setting. The problems of the Grade 13 Physics based on the existing Correspondence Branch course were raised. The success of the electronics course was also identified;

3) the desirability of some curriculum evaluation, development and implementation strategy, that could be undertaken with the co-operation of other boards east of Thunder Bay. The logistics and cost of these activities makes it almost impossible for single boards to complete them. The Ministry Response to the Secondary Education Review Project makes this imperative;

4) the necessity of using community resources in the form of seminar leaders and co-operative education projects;

5) the problem of maintaining a continuing education program in small communities with the new Ministry funding policy.

The other issues that were raised were related to a single community for the most part.

Schreiber	- The closing of the high school building
Manitouwadge	- The housing policy of the Board
Marathon	- Trustee representation of the Board
Terrace Bay	- The deteriorating relationships between teachers and the Board

The matter of fair education taxation in which houses of equal value are taxed equal amounts for education, irrespective of the community, was raised by trustees and other municipal representatives. Trustee representation for each community was also discussed by these groups.

2.6 The New Board

On November 8, 1982 a new Board was elected. It is interesting to note the changes in distribution.

	1981-82 Board		1983-86 Board	
	Public	Separate	Public	Separate
Schreiber	1	1	2	2
Terrace Bay	2	1	2	1
Marathon	3	-	2	-
Manitouwadge	4	2	3	2

This Board, with a number of new trustees, is now meeting to determine its goals and objectives for education in the district.

It is also interesting to note, however, the number of times individuals or municipal councils or ratepayer groups have suggested that the Lake Superior Board be disbanded and four individual boards be established, one in each community. This view was repeated in other larger jurisdictions in Northwestern Ontario.

2.7 Recommendations

A number of the issues that have been raised in the Lake Superior Board Review have implications for other small schools in Northern Ontario. For this reason only the recommendations and rationale particular to the Lake Superior Board of Education situation are stated here:

1) That the Board maintain the two-campus organization for the Lake Superior High School.

   Rationale: The school board acted in a rational and responsible manner based on the information they had, and their desire to improve program in the secondary schools. I am persuaded, however, that providing the funding basis for small secondary schools is changed, it is in the best interests of students, staff and the two communities to maintain the status quo.

2) That the Ministry increase the small school weighting factor by introducing an isolated secondary school factor. If a school is at least forty miles or seventy kilometers from an existing

secondary school with the same language of instruction, the small school weighting factor should be doubled.

Rationale: The grant system determines the program offered in the secondary schools because local political pressure limits education taxes to levels comparable to those in other municipalities. On the basis of financial information provided by superintendents of business in a number of jurisdictions, it is evident that either the program in the small schools must be limited, or the taxes increased out of line compared to larger centres, or the grants must be increased by as much as fifteen percent.

3) That the Lake Superior Board of Education remain the body responsible for public secondary education in its presently defined area.

Rationale: The improvements in program that have been accomplished by this Board are impressive. The business and plant operations are competently managed. Matters such as teacher negotiations, curriculum development, and professional development are all better organized on a system basis. More concern must be taken, however, so that decisions of the Board are made known to the staff as soon as possible after a Board meeting, and that trustees take responsibility for letting the public know, in their own community, not only the decision, but the basis for that decision.

4) That a Program Council be formed by the Boards of Education east of Thunder Bay in the Northwestern Region to provide co-operative action to organize and implement changes necessitated by the Ministry response to the Secondary Education Review Project. The costs for this council, including administrator salary, staff salaries and normal expenses for committee meetings, should be paid by individual boards. Incentive grants should be paid to boards who make the commitment to be involved by the Ministry.

Rationale: Co-operative action is necessary rather than having each board re-inventing the wheel. An executive group consisting of trustees and chief education officers could set the plans and establish working groups for a number of projects.

5) That the Housing Policy of the Board be reviewed. The rents should, of course, be enough to pay for the taxes, insurance, and maintenance. The portion of Policy which provides for the houses to go on the open market after five years should be deleted. The staff could be asked to make a commitment to either continue to rent or take up the purchase option. As soon as the commitment is made, any rental credits and interest should start to be available to be accumulated.

Rationale: When the larger units of administration were established in January 1969, each board was required to establish under Section 84(3) of Bill 44 an arbitration board to value and adjust in an equitable manner assets and liabilities of the predecessor boards. Their decision was able to be referred to the Ontario Municipal Board. All housing, and other non-school property and any surplus or deficit were adjudicated at that time. The housing is, therefore, the responsibility of the whole board on behalf of all of the ratepayers in the division. It is therefore appropriate that the board retain responsibility and obtain a fair return on the investment for all of the taxpayers. The option of renting or benefiting from the incentives in the purchase policy should be at the option of the staff member.

Later in this report there will be comments on the program, the financing of education and the distribution of local levy and trustees in a jurisdiction. The recommendations on these matters will, of course, be applicable to the Lake Superior Board of Education.

3. NORTHWESTERN ONTARIO

3.1 Overview

Because this report has limited the size of the secondary schools to be studied to those under four hundred and only those schools that are remote from other secondary schools with full programs, a number of jurisdictions in Northwestern Ontario were not visited. Opportunities were given for senior staff, and through them trustees in other school boards, to make submissions. It is in this area that the comments about economic instability, the importance of resource industries and isolation are particularly meaningful. Until you drive from Toronto or even Thunder Bay to Red Lake you don't really understand the problems that are caused by the geography of this province. When you consider some of the elementary schools in even more remote areas, you can appreciate the tremendous importance of the special funding arrangements for these isolated schools and the special contribution that members of the Northern Corps have made. This same kind of contribution is being made by the whole education community, teachers, trustees and support services in the great northwest. It is time for the Government of Ontario to match their creative support of remote elementary schools with a similarly imaginative program that will benefit the secondary school students in small secondary schools.

3.2 Red Lake Board of Education

It is difficult to separate the various problems facing the Board of Education in the Red Lake district. I will not comment on the public elementary school situation even though some of the recommendations made regarding the secondary panel will have an impact on the other schools. Obviously the major difficulty is in the financing of education. After public hearings in Red Lake and Ear Falls, and after meeting with the Board of Education and its officials and the Tri-Municipal representatives, it is obvious that 1982 has been a traumatic year for education in this area. It seems that it starts with an anticipated surplus in 1981 which was actually a significant deficit. Considerable increases in costs and program and a decrease in enrolment exacerbated the situation. The Board increased the local

levy by 20% and reduced the teaching staff at the high school by approximately 12%. The 1982 secondary school budget, however, impacted as it was by the first six months prior to any reductions in staff or other costs, is almost $400 per student above the weighted grant ceiling figure. This means, in terms of spending, the Board is in the top quartile of the school boards in Ontario. There is also a problem in the distribution of the local levy. It was stated by the municipal representatives that while education amounts to approximately 50% of the taxes in Ear Falls it accounts for only 33% of the taxes in the other municipalities.

I believe the Board has made difficult decisions, especially in the face of requests for increased program from local residents. The request for a Grade 9 and 10 program for Ear Falls in their local school, the request for increased program in technologies and the arts, and basic level of instruction in practical subjects, and the request that school buildings be significantly expanded and renovated, all place the Board in a most unenviable position. The recommendation that has been made could certainly improve the local situation. The Board is not able to consider either the Ear Falls project or expansion of program at Red Lake without increased assistance. However, if it becomes available, the Board should consider them.

In addition to the tremendous problems related to finance and program, there are two other situations which must be considered. The Ministry Response to the Secondary Education Review Project is going to place a great burden on local jurisdictions regarding curriculum review, development and implementation. This will place a burden on all small school boards west of Thunder Bay. Some years ago a recommendation was made to develop an umbrella organization to cover those boards that would wish to become involved.

The other local matter is the request that the Red Lake Board of Education be broken into three boards, one in each municipality. Most emphatically, there must be continued and enhanced communication between the Board and the municipal representatives. It seems obvious that the future needs of education in the district causes the communities to be inextricably bound. Ear Falls will not be able to provide a program in Grades 9 and 10 without the commitment of the northern communities.

3.3 Dryden Board of Education

Although this Board has a major centre of population and industry, it also has small secondary schools in Sioux Lookout and Ignace. The Dryden Board of Education has benefited from outstanding leadership at the trustee, administration and principal levels. There are a number of very impressive aspects of the system which were observed in much too short a visit. The trustees are dedicated to the improvement of the learning process. They have asked for professional development in the west of Thunder Bay district. The Program Council could be the instrument of co-operation in this regard. The allocation of scarce resources is done fairly and I think with the best interests of students in mind. The pupil-teacher ratio in Sioux Lookout is 14.5 to 1, and in Ignace it is 12.5 to 1. The organization of Ignace on a Kindergarten to Grade 13 basis is efficient. The Nishnawbi Education Council in Sioux Lookout is another innovation that provides counselling and support to Native students in the high school. Obviously, increased funding would improve the program in all schools for all students. The arts, the basic level program, and the matter of continuing education are concerns to this Board.

The most frequently stated problem, however, was the desire on the part of most municipal representatives for a Board of Education in each community.

3.4 Atikokan Board of Education

As is true in Dryden, this also is a Board and High School that have been lighthouses in the Ontario school system. Recommendations regarding financing education and a Program Council to co-operate with other boards would benefit Atikokan.

The use of technology to deliver programs, when there are either too few who request the subject or a teacher is not available to teach it, will be of great benefit to students, and will be supported by a dedicated and professional staff.

3.5 The Role of the Regional Office

As times change, the response of the senior level of government in education must also change. There are discussions taking place and research proposals being developed to chart a new role for the

Regional Office in Northern Ontario and its relationship to school boards. Issues and Directions stated "It is proposed that a Ministry Task Force continue to re-examine school board boundaries and recommend changes and consolidations where appropriate....Initial consideration will be given to the Northwestern Region". It is my feeling that this examination must move ahead with all possible haste. If consolidation took place, and if the number of students necessary for a system for the appointment of a Director of Education were reduced, the supervision function of the Regional Office could be limited.

It would be then possible to provide enriched direct Ministry services to school boards in remote areas. The types of assistance are such as those provided by French Language Education Services to remote areas. These types of assistance are:

1. To guide and assist educators in the development of programs which are congruent with Ministry guidelines and policies.
2. To guide and assist educators in the area of pedagogy, methodology and resources related to the implementation of specific programs.
3. To provide professional development for educators.
4. To promote access to student services such as psychology, psychometry, speech therapy, social work and other related services.
5. To fully enable educators to become self-sufficient.

There is staff in the Northwestern Regional Office able to provide this type of assistance if Program Councils were established both west and east of Thunder Bay.

3.6 Recommendations

6) That the Red Lake Board of Education consider as soon as it is feasible, the establishment of a Grade 9 and 10 satellite program, organized on the basis suggested in the report of W. Sellars of Thunder Bay. Building in Ear Falls would permit the teaching of core subjects in Ear Falls and the renovations in Red Lake needed to expand the program in technology and other employment-related subjects.

Rationale: The semester system would increase the flexibility in programming for the secondary school. Some students, particularly those on the basic level of instruction would have to be accommodated in the Red Lake District High School for the complete year.

7) That a Program Council be established west of Thunder Bay to provide co-operative action as a response to changes made in the secondary school program. The funding of this Council including administrative costs, payment for staff seconded for projects, and expenses, shall be born on a pro rata basis by the various school boards. Incentive grants for a board's share should be made available by the Ministry if a board is part of the Council.

Rationale: This council will reduce the duplication of effort and could provide leadership in developing back-up systems for some subjects of small enrolment by using modern technology.

8) That the Red Lake Board of Education continue to be responsible in the area defined by Regulation 258.

9) That the Dryden Board of Education continue to be responsible in the area defined by Regulation 258.

10) That the number of students in a jurisdiction for which a director of education must be appointed be reduced from 2000 to 1000, and increase the small school board weighting factor.

11) That the Regional Office provide direct service to teachers, principals, administrators and trustees, either by Regional services or Co-operative Projects. The Ministry, if necessary, would second staff for specific duties. The Ministry in these cases should reimburse the employer board for salaries, benefits and all service-related costs. When boards co-operate for projects, the Ministry, when the project is approved, could pay incentive grants for the salaries and benefits, and other costs could be paid to the participating boards.

4. NORTHEASTERN ONTARIO

4.1 Overview and French language entities

For purposes of this report, the area served by the Midnorthern and Northeastern offices are considered together. There are a number of schools in this area which would benefit from any change with respect to the small school weighting factor. These will not be considered separately because, with the exception of higher costs per secondary school pupil, they do have many of the advantages of larger centres of population. I refer to schools such as French River District High School, several entities where French is the language of instruction, and one jurisdiction where the smaller division of the high school is taught in English.

4.2 Chapleau Board of Education

The financial plight of the community, exemplified by the fact that the municipality is under supervision, impinges on the program that is able to be provided for students in the high school. The Board of Education spends well below its weighted grant ceiling figure, in order to keep the local taxes for secondary schools comparing favourably with other boards. As a result the program in the school is limited. Two briefs from the professional staff indicate need for an expanded program as follows:

1. Family studies and practical subjects for students in Grades 9 and 10 of the Basic Level program.
2. Technical studies and practical subjects for students in Grades 9 and 10 of the Basic Level program.

   Note: It is interesting that two shop areas were part of the new high school when it was built. These have not been used for the past few years, presumably for financial reasons. Obviously, the industrial arts nature of the shop would have to be reconsidered in order to provide for technical studies.
3. There is no opportunity for any involvement in the arts and this should be considered in co-operation with the elementary schools in the community.

4. The subjects that have been designated as compulsory credits for the Ontario Secondary School Diploma should be offered at the basic, general and advanced level.

It must be pointed out, however, that even if the weighted grant ceiling were increased, it is problematical as to whether the local share, approximately 20%, would be raised in taxes. The fact that the existing ceiling has not been reached would indicate that the larger amount would not be spent, increasing program and local taxes. There should be continuing study of program funding to ameliorate this problem.

4.3 Hornepayne Board of Education

It was not possible to examine this high school closely. Judging from discussions with the principal and Ministry supervisors, it seems obvious that there is an outstanding attempt to provide programs for all levels of students. There are 116 students and the equivalent of 8½ teachers, with Grades 9 to 12 being taught, and with superior new facilities as part of a complex of housing, recreational, shopping, office and other services. This represents a very significant commitment to education on the part of the community and provincial government. The newly defined program will be difficult to organize because many classes now have all three levels in one time period. The grant structure, including a small school weighting factor equal to that which is included in Recommendation #2 of this report, does open up opportunities for students. As in Chapleau and other small schools, there is a need for some back-up form of technological education, possibly on a rotation basis.

4.4 Nipissing Board of Education

The program at F. J. McElligott Secondary School is complicated by the fact that there are 126 French-speaking students and 239 English-speaking students. The program is limited to general and advanced and some options are only taught in French at the Grade 9 level. There is considerable discussion regarding the establishment of a French entity in the school. Program review development service is provided by the Board. Increased program will be a matter of funding.

4.5 Timiskaming Board of Education

Two schools fit in the criteria of this study--Englehart High School and Haileybury-Cobalt High School. The Timiskaming Board of Education is of the opinion that continuing to have the alternative of attending a small secondary school in place of a larger composite school is an option for students which should be maintained where this is feasible. The financing does place a considerable burden on the taxpayers. There seems to be no desire to either enlarge or split up the area of jurisdiction of the Board. Capital funding for the small schools to improve their facilities is certainly needed.

4.6 James Bay Lowlands High School Board

The Northern Lights Secondary School is certainly a special case in the provincial secondary school system. The achievements of the trustees and staff members to date are impressive. In an unused Canadian Forces Base, a secondary school has been established to serve, as of December 1982, 114 pupils from Moosonee and Moose River Crossing, 70 pupils from the Reserve at Moose Factory and 48 pupils from Moose Factory but off the Reserve. Classes are held in five separate buildings and there is a residence to accommodate the students from Moose Factory for three or so weeks at the freeze-up or break-up of the river. There is a long-term possibility of serving other pupils from remote settlements further up James Bay.

The time for moving to another plateau of service is upon us, and by our having the courage to make two major decisions, the young people of the area will be the beneficiaries. The first is to have the residents of this area decide, through their school boards, that there should be a Board of Education to administer the public and secondary schools now served by the James Bay Lowland High School Board, the Moose Factory Public School Board and the Moose River Crossing Public School Board. It is apparent that some co-ordination of program, and some common standards and economies of scale could be pursued by a Board of Education. There must be strong representation from the Native people, both on and off the Reserve, and a system of trustee representation of one trustee for each one hundred students or major fraction thereof would give fair representation. The second decision must be

made by the Ministry. A capital allotment should be provided so that a secondary school building program can be started as soon as possible. By tying two existing buildings with a shop and classroom wing, an effective school would result, and present expensive buildings would not have to be replaced. A road would have to be closed but the total structure would provide the facilities necessary for a modern Ontario secondary school program for students.

4.7 Kapuskasing Board of Education

The Smooth Rock Falls High School has 75 students and 8 staff members with Grades 9 to 13 available. Some commercial options are provided as well as some shop courses, but on the whole, it is an academic school. The other students go to Kapuskasing for secondary education. The Grades 1 to 8 of an elementary school are housed in the same building.

4.8 Recommendations

12) That the residents of the Moosonee, Moose Factory and Moose River Crossing communities, through their various school boards, ask the Minister of Education to establish a Board of Education. The name of the board should be the James Bay Board of Education, and the representation should be based on the school enrolment from each community, with one trustee for each one hundred or major fraction of one hundred students. The headquarters of this board should be at Moose Factory.

Rationale: At present, if the date of determination were September 30, in a year in which there was an election, the board would have a distribution as follows:

Moose Factory Reserve	-	3 trustees
Moose Factory Island	-	2 trustees
Moosonee & Moose River Crossing	-	4 trustees
Moosonee Separate School supporters	-	1 trustee for secondary school purposes

If other communities sent pupils to the secondary school, they should have trustee representation for secondary school matters on the same basis.

13) That, using the nucleus of two existing buildings, the cafeteria/ library building and the gymnasium building, a classroom and shop addition be added to tie them together and provide a new level of secondary school program for students.

Rationale: A review of the expectations of the residents for secondary education would provide the basic data for planning the addition. Obviously, the nature of the shop program and the business program will be of great interest to all segments of the community. Capital funds should be provided immediately, rather than spending large sums to bring all the existing buildings up to standard.

14) That continuing study be undertaken by the Grants Policy Branch regarding program funding for the minimum school program such as has been defined in the report entitled The Renewal of Secondary Schools in Ontario.

Rationale: It is tempting to recommend this minimum funding immediately. There are, however, many ramifications and such a recommendation would be simplistic and not very useful in the short term.

15) That capital grant funding be provided on a priority basis to those schools who do not have the facilities to provide the minimum school program of compulsory credits.

Rationale: The provision of adequate gymnasium facilities and the addition of shops and family study areas would improve program in small schools.

16) That boards consider organizing schools on a K to 13 basis so as to make the best use of facilities and staff in the communities where very small secondary schools exist.

Rationale: The program in Smooth Rock Falls and other centres in the province are examples of how this can be beneficial

to all. Marathon, in the Lake Superior Board, should consider this possibility, and capital funds should be made available as soon as possible.

5. TECHNOLOGY AND THE EDUCATION PROGRAM

5.1 Existing Experiments

Remote communities have had to accept the fact that a full curriculum of high school courses could not be made available to them. The factors which have contributed to this situation are:

1. The small number of students does not warrant a full teaching staff.
2. Often communities cannot afford the facilities and equipment needed for the more expensive credits.
3. Streaming of students further complicates the problem by requiring the provision of all levels of the compulsory credits.

Each small high school has made compromises and has also developed innovative approaches. The Lake Superior Board of Education has been a leader in the latter regard. The External Review of their Secondary Schools made a recommendation as follows: "Contact should be made with the Director of the Ministry's Correspondence Education Branch, and with the Director of Educational Communications Authority, in order to determine how the services provided by these organizations might be adapted to meeting the needs of the Board's secondary schools".

This recommendation, made as it was by knowledgeable representatives of OISE, OSSTF and the Ministry, and local teacher interest in computer-assisted instruction, was the impetus for a series of Alternate Delivery Systems. Grade 13 Physics, based on the existing Correspondence Branch course, supplemented by Telidon information and videotapes from OECA, proved to be a longer and more demanding program than that usually taught by conventional methods. For this reason, the evaluation indicated that changes would have to be made if the course were to be given again. This in itself is encouraging, for as one wag put it: "In education, all our experiments are doomed to success". A program dealing with electronics of micro-computers was satisfactorily completed and the program, developed by Professor Ted Loney of Queen's University, is being extended and will ultimately consist of four courses. There is also a joint development by teachers in the north and teachers in Waterloo and Wellington Boards of self-instructional

packages in Human Biology and History. These are being tested this school year. Other high schools have used night school or summer school, and some use the correspondence courses for a few local students with a local facilitator assisting them with two or more courses at one time period. These are successful if there is principal's support, a knowledgeable program facilitator, a careful screening of candidates, a method of pacing, and regular monitoring.

5.2 Developments

In dealing with modern technology and its application to education, there seems to be a tendency to think of ultimate potential as immediate solutions to problems. Ten years ago, video transcriptions and computers were going to revolutionize the teaching-learning process. It is only now that their impact is reaching the classroom. New technology such as communication satellites, videodiscs and videotex are now available and could be gradually introduced into a back-up instructional system, consisting of any or all of the following: audio tapes, computer-assisted instruction for rote learning of materials, texts and other print materials, video tapes, computer-managed instruction for testing and monitoring progress, and correspondence courses.

A number of projects in various parts of the world, such as Individualized Study by Telecommunications in Alaska, the Open Learning Institute in British Columbia and the Rural Education Project in West Australia, have attempted to use technology in an effort to equalize educational opportunities for students in remote areas. In general, the questions which have to be answered are:

1. What is to be taught?
2. Who can develop the lessonware, i.e., the instructional design, the methods, the materials, the programming, the learning style?
3. How can it be delivered, i.e., computer-assisted and -managed instruction, video tapes, Telidon, print materials, audio tapes, etc.?

4. How can it be facilitated at the school level, i.e., the responsibility of the principal, the supervising teacher, the student?

In Ontario, a number of recent events are exacerbating the already serious problem of providing educational equality in the more isolated areas of the province. Declining enrolment, new requirements for special education programs, the Response to the Secondary Education Review Project with its compulsory credits at three levels of instruction and the need for the schools to be more closely related to the job market and modern technology have all had an impact. It has become imperative that projects involving the micro-computer and telecommunications be established to act as a back-up to the programs in the north and, of course, for the individualized study for adults involved in continuing education.

5.3 Long Term Solutions

Time magazine has nominated the computer the "man of the year". It has identified not just the video game aspect, but the applications of the computer in the office, the factory and the school. It is obvious that the computer, as well as improving access to education, must be considered itself as a part of the curriculum, and when used as a communication device, with its emphasis on common sense rather than academic language abilities, could impact on the organization and structure of other subjects in the curriculum.

It is imperative that the small northern high school students not fall further behind their compatriots in this crucial area. Some of the schools do have teachers who are current with these developments. For the rest it will be necessary to provide some itinerant teaching resource to supplement computer-assisted instruction, such as the Electronics of Micro-computers and Computer Science courses. Self-learning packages such as are now being used in business should also be introduced in topics such as Word Processing.

With the present economic climate, there is considerable hesitation to suggest new programs. In Northern Ontario, however, small expenditures could produce major benefits. The northern economy has gone through four stages: exploration, access, exploitation and development and now is poised on the fifth stage--consolidation and

diversification. Knowledge and skills make it possible for northern youth to find employment elsewhere. It is becoming more necessary that these be used locally to underwrite a local economic-industrial development effort, from a largely primary resource economy to a broader economy in which resources are still crucial. As a small but innovative part of developing manpower for this fifth stage, a mobile teaching van could be made available to the small secondary schools on a rotation basis. The sections could include:

1. Machine Technology - numerical control, laser, robotics.
2. Materials Technology - spectrograph, X-ray, tensile testing.
3. Design Technology - computer drafting, computer programming.
4. Electronics Technology - micro-chip, printed circuits, laser communication.
5. Wood and Mining Technology - testing processes.
6. Audio Visual Centre - projector and video cassette recorder.

A mobile teaching area for Industrial Arts is now operating in Western Ontario. A Hi-Technology Van for Northern Ontario, controlled by the Co-operative Program Councils, would narrow the gap for students in the north.

5.4 Recommendations

17) That the Ministry of Education under the joint leadership of the Correspondence Education Branch, the Senior and Continuing Education Branch and the Computers in Education Project develop a number of courses using the Computer-Assisted Instruction method and the Computer-Managed Instruction mode of pacing and monitoring. The Ontario Educational Communications Authority should be involved in determining the most propitious way of delivering the courses to the small northern high schools. Representatives from those agencies involved in the development of the courses, along with an equal number of representatives of the Ontario Teachers' Federation should form an advisory committee to supervise and implement the project.

Rationale: The development of this courseware will provide a back-up system to those schools that cannot offer a complete program for students moving to post-secondary education. Because

courses could be used during teacher strikes, and since the right to strike is a legal right for teachers, it is necessary that the Federations be involved in the management of the project to ensure that it is used properly.

18) That the Ministry of Education Northwestern Regional Office supply consultant personnel to the small secondary schools, in computer science, computer-assisted instruction and independent learning techniques. If Program Councils are established, these consultants should be under their direction.

Rationale: The understanding of this new teaching/learning method is not present in all of small northern schools. Priority should be given to the development of teacher skills and knowledge in computer science and the use of the computer in other subjects.

19) That self-learning packages be developed in areas such as electronics, data processing and word processing.

Rationale: Work is now being done by the Correspondence Courses Branch on electronics. The other areas which could be part of existing school credits should be started.

20) That the Senior and Continuing Education Branch request funds from BILD (Board of Industrial Leadership and Development) to equip a Hi-Technology Van and turn the operation over to the Northwestern Regional Office or the Program Councils.

Rationale: It is necessary to keep the students in small secondary schools in Northern Ontario up to date with developments in technology.

6. FINANCE

6.1 Small school weighting factor and incentive grants

The financing of the secondary education program will be divided into its component parts, namely, a) general legislative grants, b) special incentive payments and c) the local levy, for the purposes of this study. At the outset, it must be stated that the complex nature of the provincial funding scheme has made it necessary to oversimplify the problems and the possible solutions. There are a number of observations that may be made:

1. Equality of educational opportunity is directly related to the system of distributing grants. It is apparent, using the Lake Superior Board as an example, and the rather gross measure of pupil-teacher ratio as a bench mark that the small school weighting factor does not generate sufficient grants to fund the existing program, and certainly not to expand it in such areas as technology, basic level courses, the arts, Grade 13 options, and special education.

	Lake Superior Bd.	Province
Pupil teacher ratio	13.5	16.8
Number of students	850	850
Number of teachers	63	50.5

The costs of the extra 12.5 teachers needed to provide the existing program are not totally covered by the small school weighting factor and this calculation does not include the necessity of more than one principal, vice-principal, subject department head allowance and the operation of four buildings.

2. Many boards in the north that are trying to provide even the existing limited program are spending well beyond the present grant ceiling figure. In Lake Superior Board, in 1982, this excess is estimated to be $518 per pupil or approximately 15%.
3. It must be pointed out, however, because other government services are extensively provided in large municipalities and are seldom used in towns where the small schools exist, that extra funding for education is reasonable.

4. To develop a more highly skilled manpower pool for new economic developments in the north, it is essential that programs in computer-based studies and technology be developed.

For these reasons Recommendation #2 is repeated here:

That the Ministry increase the small school weighting factor by introducing an isolated secondary school factor. If a school is at least twenty five miles or forty kilometers from an existing secondary school with the same language of instruction the small school weighting factor should be doubled.

The grants system has recently established incentive grants or grants for which evidence is required to prove that the funds have indeed been used for the specific purpose identified in the Regulation. It has been stated previously that there is a major review of program which must take place in the near future. The small school boards in the Northwestern Region both east and west of Thunder Bay certainly will require assistance in this project. Issues and Directions indicated that a pilot project would be established to form a co-operative mechanism by which special resources required for supervision, administration, program consultation, and special education could be retained and deployed. It is recommended that these Co-operative Program Councils eventually be independent and that the costs for administration, seconded personnel, travel expenses and other costs be charged to participating boards but be covered by grants from the general legislative grant system. Recommendations 4, 7, 11, 18 and 20 indicate the duties that should be undertaken by the Councils. A full time administrator who is knowledgeable of the area should provide leadership.

The matter of the local secondary levy is an issue in most boards of education in Northern Ontario which have within their boundary more than one municipality. It seems to be a major issue when the municipalities are approximately the same size. The ideal situation, of course, is to have taxpayers in homes in each municipality having the same market value, pay the same education tax. The commercial and industrial assessment, particularly in one-industry towns, complicates the matter and large variations lead to parochial comments indicating

that if a municipality pays in total 51% of the local board levy it should control the board by having 51% of the trustees. The matter of trustee representation will be examined later but it is of course related to the formula for calculating local mill rates. Again it is appropriate to use the Lake Superior Board of Education as an example. At present the local levy is distributed using equalization factors which purport to produce a fair taxation. These factors were calculated by the Department of Municipal Affairs in 1969 and 1970 and by the Ministry of Revenue, Assessment Division in 1979, 1980 and 1981. They are:

	1969	1970	1979	1980	1981
Schreiber	35	40.8	9.69	8.84	8.69
Terrace Bay	91	88.9	47.38	44.0	40.77
Marathon	97	95.8	55.36	53.49	53.41
Manitouwadge	34	32.0	54.57	50.49	49.09

The Townships of Terrace Bay and Marathon were reassessed at a 1967 base for 1968 taxation. The Township of Manitouwadge was reassessed in 1970 for the 1971 taxation year. It is apparent that if fairness is to be achieved all municipalities should apply for a Section 63 Review under the Assessment Act in 1983. It is my understanding that Marathon has requested an impact study as a first step in this regard and Schreiber has indicated in a Brief to the Commission that if their school is retained in the community they too will request a Section 63 Review. If this takes place then the distribution of the local levy should be calculated in two distinct parts: 1) Residential 2) Commercial and Industrial. If the categories of residential, farm and recreational dwellings are used for an equalizing factor and if commercial and industrial assessments are used for a separate equalizing factor, the effects on the local levy are as indicated in Chart 1 for the Lake Superior Board of Education. This, as much as is possible, will determine a fair and equitable distribution of the education levy across a system.

CHART 1

REVISED 1982 SECONDARY PANEL REQUISITIONS USING PURE FACTORS FOR RESIDENTIAL AND FOR COMMERCIAL/INDUSTRIAL

	Equalized Assessment Utilizing 1982 Pure Res. & Pure Comm./Ind. Factors					Resulting Sharing Ratio	Apportionment	Telephone/ Telegraph Taxation	Payments in Lieu of Taxes	1981 Under/ Over Levy	Territorial Adjustments	New Revised Requirement	1982 Actual Requisition	% Change
	Res. Factor	Res.	C/Ind. Factor	Comm.	Total									
Pic(Heron Bay)	16.68	492800	18.55	323678.	816,478.	.00290	4,287.			(61)	193	4,419.	5,218.	- 15.3
Port Caldwell	10.76	90846	13.79	195026.	285,872.	.00102	1,508.			(5)	53	1,556.	1,595.	- 1.6
Rossport	1.58	2419304	2.95	343768.	2,763,072.	.00983	14,532			4	146	14,682.	3,957.	+271.0
Jackfish	31.36	338887	51.10	249016.	587,903.	.00209	3,090.			4	108	3,202.	3,057.	+4.7
Terrace Bay	21.86	39263019	46.25	71178778.	110,441.797.	.39296	580,912.	6,700.		398.		588,010.	592,186.	- .7
Schreiber	7.39	23246008	9.89	9826205.	33,072,213.	.11767	173,951.	1,900.		(579.)		175,272.	84,467.	+107.5
Marathon	23.86	30576236	68.25	38233758.	68,809,994.	.24483	361,932.	5,600.	2,700.	282.		370,514.	445,372.	- 16.8
Manitouwadge	47.20	28827511	42.63	35447934.	64,275,445.	.22870	338,087.	7,400.		(50)		345,437.	367,240.	- 5.9
		125254611.		155798163.	281,052,774.	1.00000	1,478,299.	21,600.	2,700.	(7)	500.	1,503,092.	1,503,092.	

Assumptions: 1) The assessment information used is 1981 for the 1982 taxation.

2) The Section 63 Review effect on the equalization factors is not known. The calculations therefore are subject to change.

6.2 Continuing education grants

In Northern Ontario, continuing education served two valid objectives. First, to supplement the minimum course offerings in the regular day school, credit courses were provided with very small enrolments. With only a few adults, however, it became a viable alternative for a small number of senior day school students. Secondly, the general interest courses became the cultural opportunity for day students as well as adults. Music, art, physical recreation other than team sports, drama, crafts, industrial arts and introductory programs involving computers, and languages were regular features in northern secondary schools.

The new funding policy virtually eliminated both of these types of courses, the first because the numbers were often too small to make them cost effective when fees were not charged, the second because the fee increases were prohibitive when no grants were available.

It would be appropriate to provide assistance for low enrolment in evening and summer classes in credit courses. Where the number of pupils in a class is less than fifteen, such number for grant purposes could be increased by five to a maximum of fifteen. The transitional grants to small boards in northern districts, to assist them in the change of emphasis from interest courses toward Adult Basic Education programs, could be twice that which is determined for other boards.

6.3 Recommendations

21) That the four municipalities in the Lake Superior Board and the municipalities in the Red Lake Board undertake a Section 63 Review under the Assessment Act.

Rationale: Revenue Minister George Ashe argued for this point of view when he said, on September 13, 1982:

"These three approaches--market value reassessment, Section 86/63, and country/region-wide reassessments collectively work to produce equitable assessments and a defensible base upon which taxes can be levied by municipalities".

22) That further Ministry study be undertaken regarding the use of pure equalized "residential" assessment (to be calculated using a blend of those parts of the equalization factor provided by the Ministry of Revenue that are applicable to residential classes of assessment only) for that portion of the local levy to be raised from residential taxpayers. The study should also include methods to use pure equalized "commercial and industrial" assessment for that portion of the local levy to be raised from business and industry.

Rationale: To determine that a system of apportionment is appropriate for small boards in Northern Ontario is a great step away from a system that is acceptable to the great variety of school boards in Ontario. Study must be done, however, and this basic approach could be one aspect of the larger study now being done by the Grants Policy Branch. The problem of different mill rates for residential and commercial properties will cause some difficulties.

23) That per capita grants for continuing education identified as basic support in school boards be increased to $6. elementary and $12. secondary to a maximum of $125,000. For small boards in northern districts the amounts will be $12. elementary and $24. secondary.

Rationale: This will provide northern boards with sufficient funds to develop and organize a continuing education program.

24) If classes in night school or summer school for credit purposes have an enrolment of less than fifteen, such number for grant purposes be increased by five to a maximum of fifteen in small northern boards.

Rationale: This would assist in providing back-up courses to supplement the regular day school.

7. GOVERNANCE

7.1 Larger units of administration

There is a rather strange dichotomy that exists with respect to attitudes to larger units of administration, in that in Northwestern Ontario there is considerable discussion regarding breaking up the boards into one board for each major municipality, but in Northeastern Ontario the efforts seem to be more geared to making the organization work better for all the constituent municipalities. Many of the municipal representatives in the Dryden Board of Education, the Lake Superior Board of Education and the Red Lake Board of Education expressed the former point of view. Most of the professionals in the school systems, however, believe that great benefits have accrued to the students, teachers and communities because of the larger boards.

At present, the Lake Superior Board of Education seems to be bent on a course of self-destruction. The trustees have split into two opposing groups. For public school matters, a coalition of five trustees from the previous board carries a vote against a group of four newly elected trustees. For secondary school matters a coalition of nine trustees can carry a vote against the group of five trustees from the previous board. In this situation the personal agenda of each trustee and each community becomes a major issue. Distrust between the sides is rampant and all parties would rather split up the Board than compromise and co-operate. The only bright spot is that if the issues of the closing of Schreiber High School and of the housing policy are settled, there could be co-operation. I am persuaded these trustees, who all see themselves as delegates from a particular community, do have the best interests of students, hopefully all students in the jurisdiction, at heart. Only if the gold find in the Hemlo area between Marathon and Manitouwadge proves significant and causes major development in the two communities, should consideration be given to this jurisdiction being divided into two boards, one in Terrace Bay and Schreiber and the other in Marathon and Manitouwadge.

Obviously, each person in each municipality paying their fair share for education, is a necessary condition for harmony. The recommendation to continue each of the larger units of administration is made assuming the Ministry and the local municipalities do reform the local assessment and the apportionment regulation as recommended in Chapter 6.

7.2 Equalizing Factors

It is also logical that trustee distribution should be based on equalized residential and farm assessment. The equalization factors which have been developed by the Ministry of Education based on residential and farm classes of dwelling only, should be used to determine the number of trustees from each municipality. In this regard, it should be pointed out to those involved with the Lake Superior Board of Education that a special bill could be introduced in the Legislature to equalize the representation among the four municipalities. It would probably require the approbation of each municipal council and the Board itself.

7.3 Chief Executive Officer

The role of the Director of Education and the senior team in a school board operation is crucial. If either the business or academic side of the board's function is deficient, both the students and the communities suffer. I have seldom seen competence and dedication equal to that demonstrated by the senior administration in the Lake Superior Board of Education. When problems, such as program or plant or business inadequacies exist it is the easy way to temporize and understate them. The more difficult approach is to identify them, obtain expert advice, and provide the trustees with alternatives. The fact that many recommendations fall on deaf ears in corridors of power is not to detract from the leadership team. It is important that other small jurisdictions have the same calibre of leadership and hence the recommendation that any board over 1,000 pupils shall appoint a chief executive officer.

7.4 Recommendations

25) That the Ministry consider the use of pure equalized "residential" assessment for determining trustee representation (to be calculated using a blend of those parts of the equalization factor provided by the Ministry of Revenue that are applicable to residential classes of assessment only).

Rationale: Sale of even one large business in a small northern community changes the equalization factor significantly. By separating the residential only out of the factor there will not be the drastic variations from election to election.

26) That the Ministry continue to examine other jurisdictions not covered by this study to determine if they should be combined into larger units of administration.

Rationale: MacKenzie King said that the problem of Canada was not too few people but too much geography. This is most true in the North. As highways link communities and make interchange and meetings more possible, other communities should be combined to form larger units.

8. CONCLUSIONS

8.1 Direct service to small boards

Throughout this study, I have attempted to balance equality of educational opportunity with the economic restraint which all levels of government face at this time. I have also tried to keep in mind the admonition of Dr. Robert W. B. Jackson, namely: "Never lose sight of the fact that the child as the learner is not only the centre of the school system but the only reason for its existence". I have used, over the years, as a bench mark of how the system is meeting the learners' needs, statistics of the progress of students through the grades. Recognizing the variations in the economic climate, the number of students repeating grades and other variables, I believe, by comparing "oranges with oranges" over a number of years, you can see if equality does exist. The statistics for the secondary schools of the province are compared with the statistics for the three secondary schools in the Lake Superior Board of Education (see Chart 2).

Direct assistance to boards like the Lake Superior Board of Education in the form of grants, consultant expertise, back-up systems, a fair method of distributing the local levy and the trustees among municipalities and some priority for capital projects are necessary on behalf of the young people.

8.2 Native students' education

In the study, my attention has been drawn to the Native students in the small secondary schools in the north. Others more knowledgeable than I have indicated three major objectives for the Native people in the Report of the Task Force on the Educational Needs of Native Peoples of Ontario:

1. That the education of Native peoples should reinforce their culture and their identity (as they define them), rather than destroying them.
2. That the education system should give the Native people the option of living a native life-style or of competing on equal terms in the general job market, or both.

CHART 2

PROVINCIAL SECONDARY SCHOOLS - ENROLMENT AS OF SEPTEMBER 30

	Grade 9 in 1973			1974			1975			1976			1977		
		enrolment	%		enrolment	%		enrolment	%		enrolment	%		enrolment	%
de 9	1973	180,549	100	1974	179,534	100	1975	181,256	100	1976	180,701	100	1977	177,882	100
10	1974	160,497	89	1975	164,889	92	1976	164,313	91	1977	164,676	91	1978	164,935	9
11	1975	141,674	78	1976	146,832	82	1977	146,237	81	1978	147,195	81	1979	147,896	8
12	1976	120,942	67	1977	124,390	69	1978	127,184	70	1979	127,717	71	1980	132,550	7
13	1977	60,733	34	1978	60,461	34	1979	60,212	33	1980	63,408	35	1981	66,669	3

LAKE SUPERIOR SECONDARY SCHOOLS - ENROLMENT AS OF SEPTEMBER 30

	Grade 9 in 1973			1974			1975			1976			1977		
		enrolment	%		enrolment	%		enrolment			enrolment	%		enrolment	%
de 9	1973	269	100	1974	257	100	1975	257	100	1976	260	100	1977	247	10
10	1974	236	88	1975	257	96	1976	263	102	1977	243	93	1978	229	9
11	1975	201	75	1976	215	80	1977	217	84	1978	189	73	1979	202	8
12	1976	148	55	1977	156	58	1978	176	68	1979	164	63	1980	160	6
13	1977	70	26	1978	46	17	1979	63	24	1980	73	28	1981	66	2

3. That the education system should be of use to Native society in general, not just to formally enrolled students; this by means of adult education programs and so forth.

The program at the Northern Secondary School at Sturgeon Falls is an excellent example of what can be developed. Native people have participated in the preparation of curriculum packages. Obviously, there are other steps that must be taken in all secondary schools with a proportion of Native students. More Native teachers and support systems in the outside communities are needed. Any plan to extend the Native school program in small communities should be examined carefully in light of the problems that have been identified by this study, especially those which are directly related to the size of the secondary school and the number of subjects at various levels of difficulty that are able to be offered.

8.3 Ministry of Northern Affairs

During the study, I have been impressed with the goals and objectives of the Ministry of Northern Affairs. On the basis of the accomplishments of the past few years, indeed they have caused many of the "line" Ministries of the Government of Ontario to "face north". It is my hope that they will consider assisting Northern Boards of Education in the solution of the continuing problem of housing for teachers. They might facilitate the establishment of a local housing authority in communities such as Moosonee and Manitouwadge to operate the teacher housing program. A board consisting of more than one municipality runs the risk of unequal treatment of teachers if rents are kept very low in one community, or indeed if all of the teachers cannot have rental accommodation. The Ministry can also assist small high schools in the organization or extension of several fine co-operative education projects, where students spend part of the school day in local business and industry, by encouraging local industry to participate. It is also my hope that this Ministry can make use of this Report and assist the Minister of Education in her efforts to provide a quality education to all young people in the north.

8.4 Accountability and appreciation

The contents of this Report are my responsibility and no one else's. I have not been influenced or restricted in any way by the Minister, her officials, or any other elected or appointed person. I have been treated most cordially in all of my visits to the northern communities, and assisted by all Ministry staff and officials. This assignment has been a great pleasure to me and I trust that the Report may be of assistance to the high school students in the small communities of the northern frontier of this great province.

APPENDIX 1

Recommendations	Responsibility
1) That the Board maintain the two-campus organization for the Lake Superior High School.	The Lake Superior Board of Education
2) That the Ministry increase the school weighting factor by introducing an isolated school factor. If a school is at least forty miles or seventy kilometres from an existing secondary school with the same language of instruction, the small school weighting factor should be doubled.	The Ministry of Education
3) That the Lake Superior Board of Education remain the body responsible for public secondary education in its presently defined area.	The Ministry of Education
4) That a Program Council be formed by the Boards of Education east of Thunder Bay in the Northwestern Region to provide co-operative action to organize and implement changes necessitated by the Ministry Response to the Secondary Education Review Project. The costs for this Council, including administrator salary, staff salaries and normal expenses for committee meetings should be paid by individual boards. Incentive grants should be paid by the Ministry to boards who make the commitment to be involved.	The Lake Superior, Nipigon-Red Rock, Geraldton Boards of Education The Ministry of Education
5) That the Housing Policy of the Lake Superior Board be reviewed. The rents, of course, should be enough to pay for the taxes, insurance and maintenance. The portion of Policy which provides for houses to go on the open market after five years should be deleted. The staff could be asked to make a commitment to either continue to rent or take up the purchase option. As soon as commitment is made, any rental credits and interest should start to be available to be accumulated.	The Lake Superior Board of Education

Recommendations	Responsibilities
6) That the Red Lake Board of Education consider, as soon as it is feasible, the establishment of a Grade 9 and 10 satellite program organized on the basis suggested in the report of W. Sellars of Thunder Bay. Building in Ear Falls would permit the teaching of core subjects in Ear Falls and the renovations in Red Lake needed to expand the program in technology and other employment-related subjects.	The Red Lake Board of Education
7) That a Program Council be established west of Thunder Bay to provide co-operative action as a response to changes made in the secondary school program. The funding of this Council, including administrative costs, payment for staff seconded for projects, and expenses, shall be borne on a pro rata basis by the various school boards. Incentive grants for a board's share should be made available by the Ministry if a board is part of the Council.	The Dryden, Atikokan, Red Lake, Kenora, Fort Frances-Rainy River Boards of Education The Ministry of Education
8) That the Red Lake Board of Education continue to be responsible in the area defined by Regulation 258.	The Ministry of Education
9) That the Dryden Board of Education continue to be responsible in the area defined by Regulation 258.	The Ministry of Education
10) That the number of students in a jurisdiction for which a director of education must be appointed be reduced from 2,000 to 1,000, and increase the small school board weighting factor.	The Ministry of Education
11) That the Regional Office provide direct service to teachers, principals, administrators and trustees, either by Regional services or Co-operative Projects. The Ministry, if necessary, would second staff for specific duties. The Ministry in these cases should reimburse the employer board for salaries, benefits and all service-related costs. When boards co-operate for projects, the Ministry, when the	The Ministry of Education

RECOMMENDATIONS	Responsibility
project is approved, could pay incentive costs for the salaries and benefits, and other costs could be paid to the participating boards.	
12) That the residents of the Moosonee, Moose Factory and Moose River Crossing communities, through their various school boards, ask the Minister of Education to establish a Board of Education. The name of the Board should be the James Bay Board of Education, and the representation should be based on the school enrolment from each community, with one trustee for each one hundred or major fraction of one hundred students. The headquarters of the Board should be at Moose Factory.	Residents of Moosonee, Moose Factory and Moose River Crossing
13) That, using the nucleus of two existing buildings, the cafeteria/ library and the gymnasium buildings, a classroom and shop facility be added to tie them together and provide a new level of secondary school program for students.	The Ministry of Education James Bay Lowlands H.S.B.
14) That continuing study be undertaken by the Grants Policy Branch, regarding program funding for the minimum school program such as that defined in the report "The Renewal of Secondary Schools in Ontario".	The Ministry of Education
15) That capital funding be provided on a priority basis to those schools that do not have the facilities to provide the minimum school program of compulsory credits.	The Ministry of Education
16) That boards consider organizing schools on a K to 13 basis so as to make the best use of facilities and staff in the communities where very small secondary schools exist.	The Lake Superior Board of Education
17) That the Ministry of Education, under the joint leadership of the Correspondence Education Branch, the Senior and Continuing Education Branch and the Computers in Education Project, develop	The Ministry of Education

RECOMMENDATIONS	RESPONSIBILITY
a number of courses using the Computer-Assisted Instruction method and the Computer-Managed Instruction mode of pacing and monitoring. The Ontario Educational Communications Authority should be involved in determining the most propitious way of delivering the courses to small northern high schools. Representatives from those agencies involved in the development of the courses, along with an equal number of representatives of the Ontario Teachers' Federation, should form an advisory committee to supervise and implement the project.	
18) That the Ministry of Education Northwestern Regional Office supply consultant personnel to the small secondary schools, in computer science, computer-assisted instruction and independent learning techniques. If Program Councils are established, these consultants should be under their direction.	The Ministry of Education
19) That self-learning packages be developed in areas such as electronics, data processing and word processing.	The Ministry of Education
20) That the Senior and Continuing Education Branch request funds from the Board of Industrial Leadership and Development to equip a Hi-Technology Van and turn the operation over to the Northwestern Regional Office or to the Program Councils.	The Ministry of Education
21) That the four municipalities in the Lake Superior Board and the municipalities in the Red Lake Board undertake a Section 63 Review under the Assessment Act.	Townships of Schreiber, Terrace Bay, Marathon, Manitowadge, Ear Falls, Red Lake The Improvement District of Balmertown
22) That further Ministry study be undertaken regarding the use of pure equalized residential assessment (to	The Ministry of Education

RECOMMENDATIONS	RESPONSIBILITY
be calculated using a blend of those parts of the equalization factor provided by the Ministry of Revenue that are applicable to residential classes of assessment only) for that portion of the local levy to be raised from residential taxpayers. The study should also include methods to use pure equalized commercial and industrial assessment for that portion of the local levy to be raised from business and industry.	
23) That per capita grants for continuing education identified as basic support in school boards be increased to $6. elementary and $12. secondary to a maximum of $25,000. For small boards in northern districts, the amounts will be $12. elementary and $24. secondary.	The Ministry of Education
24) If classes in night school or summer school for credit purposes have an enrolment less than fifteen, such number for grant purposes be increased by five to a maximum of fifteen in small northern boards.	The Ministry of Education
25) That the Ministry consider the use of pure equalized residential assessment for determining trustee representation (as per Recommendation 2).	The Ministry of Education
26) That the Ministry continue to examine other jurisdictions not covered by this study to determine if they should be combined into larger units of administration.	The Ministry of Education

APPENDIX 2

ONTARIO ASSOCIATION OF EDUCATION ADMINISTRATIVE OFFICIALS

INTRODUCTION

Appointment of a Commissioner

On May 26, 1982, the Minister of Education appointed G. Rodger Allan as a one-man commission to investigate the provisions of secondary education in small northern Ontario secondary schools. The Commissioner was asked to "examine the provision of secondary school programs by The Lake Superior Board and other related matters such as the financing of small secondary schools, the governance of education in Northern Ontario and the support services available for secondary school students".

Purpose of the Paper

The purpose of this paper is to place before the Commissioner issues and recommendations as identified by the Board of Governors of OAEAO on behalf of those Supervisory Officers involved in boards of education in the north.

It is the sincere hope of the Board of Governors that serious consideration will be given to each of the recommendations outlined in the paper and that a satisfactory resolve will be realized in addressing these issues that have long been a source of concern in the administering of small secondary schools in northern Ontario.

Definition of a Small Secondary School

It is our understanding that for the purposes of this study a small secondary school is defined as one that has an enrolment of less than 400 students and is located at least 40 miles from another community which has a secondary school.

1. PROGRAM

1.1 Ministry Expectations

The delivery of secondary education programs and services, according to stated Ministry expectations and directives, challenges the resources of small northern Boards and particularly small secondary schools.

The prescriptive demands of the Minister's response to SERP, The Renewal of Secondary Education in Ontario, as well as the Ministry discussion paper, Curriculum Policy: Review, Development, Implementation, will further tax the limited resources in northern Ontario.

The delivery of 16 mandatory credits, over 4 years and at 3 levels of difficulty, while serving the needs of exceptional students at any one of those levels, will indeed be a challenge to all secondary schools but especially to small northern secondary schools.

1.2 Courses of Study

The development of courses of study, with provincially prescribed 'consistent elements', is now mandatory. The preparation of these courses and the identification of appropriate 'teaching strategies and evaluation practices' that will reflect stated objectives at the basic, general and advanced levels, will require a major commitment of time at the local level. Leadership and co-ordination in this regard should be forthcoming from the Ministry of Education.

1.3 Staff Development

The staff development required in the area of curriculum (development, implementation and review) will also be major. In order for principals to assume responsibility for the 'design and management' of curriculum in their schools, and for staff generally to develop 'new attitudes and skills', planned staff development programs must be provided. Curriculum leadership will be required, as well as the allocation of time and money, to conduct staff development seminars for principals, organizational unit co-ordinators and teachers in small northern secondary schools.

1.4 Technology

The high cost of delivering programs to small numbers of students, especially at the senior level, would suggest that the development and utilization of technology in the north is essential. The use of micro-computers and Telidon terminals, and the transmission of signals via satellite, would provide access to content and data for students in small isolate communities comparable to that available to students in large urban centres.

The opportunity to provide equal access to information and data for students in the Province of Ontario is now a reality. In order for this to be realized, however, courseware must be developed to support the various programs.

The development of provincial courses of study for the delivery and testing of Ontario Academic Credits (OACs) will provide a natural starting point. These courses of study would have to be adapted to the technology in order to be effective. Thus subject area specialists, knowledgeable in current learning theory and skilled in the area of computers, would be required to prepare computer-assisted and computer-managed programs for delivery at the senior level.

In-service programs for staff at the school level will be necessary to assist teachers involved in such programs to appreciate the shift in their role due to the technology. The role of the teacher as the facilitator of learning, as well as that of the student as an independent learner, must be explored and developed. Further, an understanding and appreciation of the capacity of the computer to transmit content, to drill and to test skills and competencies, must be developed and communicated.

1.5 Arts/Leisure Time

Educational opportunities in the arts, and for leisure time, must be considered in small secondary schools. In northern communities the school is often the only source of contact with cultural activities and experiences. An understanding and appreciation of the arts, as well as creative expression through the arts, is essential to the development of the whole person.

2. FUNDING

2.1 Present Funding

The present funding of small secondary schools is inadequate. A funding formula based on a per pupil allocation (even a weighted per pupil allocation) adversely affects small schools. There is no economy of scale in a small school: administration costs are high, PTRs are low, plant operation and maintenance costs are disproportionate.

2.2 Program Funding

The recent Ministry announcement of 30 credits, with 16 mandatory credits and 6 OACs, now provides an opportunity to introduce some form of program funding for small secondary schools. Such funding would support the delivery of programs regardless of the number of students enrolled in a course. It would also address the negative impact of determining grants based on attendance at three different enrolment dates throughout the year. Schools are staffed for September. Staff adjustments downward often cannot be made to reflect retention/drop-out rates throughout the year.

2.3 Weighting Factor

An alternative to the above, although not as desirable, would be to adjust the weighting factor accordingly to reflect the real cost of operating small secondary schools in Northern Ontario. Weighting factors should at least double in order to address the high costs of administering schools, providing programs and maintaining physical plants in northern areas.

2.4 Curriculum Leadership/Staff Development

The most recent statements by the Ministry will put a heavy demand on small secondary schools in the area of curriculum development, implementation and review. The development of standardized courses of study to address the needs of students at varying levels of difficulty, will require leadership and staff development. Such curriculum leadership is seldom available in small Boards and in small schools. Small Boards traditionally have been reluctant to allocate limited dollars to system curriculum leadership or projects. Often trustees do not appear to see nor to understand the need for such curriculum activities at the local level. In their view "curriculum" is the responsibility of the Ministry of Education.

In order for small northern Boards to meet increasing Ministry curriculum expectations and for small secondary schools to implement the curriculum guidelines developed by the Ministry, some form of funding on a local Board basis, or a shared-service basis across several Boards, should be initiated. This funding could take the form of special grants and could be available on an annual basis to provide curriculum and staff development leadership for principals, organizational unit co-ordinators (OUCs) and teachers.

2.5 Travel Costs in the North

Travel costs in the north are also disproportionately high. Distances across the north, and especially in Northwestern Ontario, as well as distances to the provincial capital are staggering. In order for representatives of Boards to participate in Ministry Regional Councils and/or to attend various workshops or conferences, large sums of money must be expended annually. A weighting factor, or some form of special compensation for travel, should be initiated to offset the additional travel costs of northern Boards.

2.6 Capital Costs

In order for programs and services to be available in small northern communities the necessary equipment and facilities must be provided. The determination of capital dollars for equipment based on a per pupil allocation, severely limits the amount of equipment that can be purchased annually in a small school. Perhaps an adjustment to that per pupil allocation could be made when the enrolment of a school falls below 400 students.

Often small northern secondary schools have inadequate and/or limited facilities. And capital dollars for replacement or renovation are difficult to access.

The provision of quality educational facilities and programs in the primary resource communities of the north is an investment in the future of the Province of Ontario. In order for industry to attract and retain professionals, technicians and labourers in the north, it is essential that quality educational programs and facilities be available for their families.

It would appear that this is one area where the Ministry of Education and the Ministry of Northern Affairs could work collaboratively in addressing a common concern.

2.7 Housing

Another concern in the north, and one where the Ministry of Northern Affairs could again provide leadership and assistance, is the provision of housing. The availability of housing is essential to attract and to retain qualified professional staff. To expect northern boards to "skim off" educational dollars to provide housing for staff penalizes the students in the schools. Dollars allocated for education should be directed into educational programs and services.

2.8 Pooling of Industrial Assessment

The concept of pooling industrial assessment potentially could have an adverse and devastating effect on boards who presently have a strong industrial base. Any changes in this regard should only be contemplated after carefully studying the impact on boards now spending considerably in excess of the ceilings. Otherwise any change will only further exacerbate the problem.

3. GOVERNANCE

3.1 Amalgamated Boards

The larger units of administration that were amalgamated in 1969 should continue and possibly further amalgamation into larger boards should be considered. However, it is essential to assess the impact of provincial formula in determining equalized residential assessments, and hence taxation and trustee representation, within a given jurisdiction. To expect homeowners in one community to pay a disproportionate allocation of taxes seems unfair and undemocratic. Similarly, the impact of the industrial ratio on the residential assessment should be studied. No community should be penalized in their representation because of the presence of a major industry within their municipality. It would appear that the use of assessment equalization factors applicable to residential and farm properties only, rather than the present combined ratios, would resolve the current disparities. In order for small boards in the north to survive, and for communities to work collaboratively together, an equitable and fair manner of determining residential assessments and trustee representation must be realized.

3.2 Director of Education

In order for small boards to function within provincial policies and guidelines, the presence of a Director of Education, a resident Chief Executive Officer is essential. Consideration should be given to amending Section 250 of the Education Act to reflect the actual size of the small northern boards with several elementary schools and one secondary school. Possibly an enrolment of 1000 students would be appropriate. Much of a Director's time is spent addressing the administration/management demands of a small System (budget, salary negotiations, staffing, contract administration, etc.). The provision of leadership to the trustees and the staff is essential in the context of a rapidly changing and complex society. To expect this person to also address curriculum, staff development and supervision, etc., is not always realistic. Hence the need for additional curriculum leadership and support staff as indicated above (section 2.4).

4. RECOMMENDATIONS

4.1 That the funding of small secondary schools be adjusted accordingly to reflect the high costs of delivering programs to small numbers of students and of administering and operating small secondary schools.

4.2 That special consideration be given to program funding in light of recent Ministry announcements regarding the delivery of secondary credits

OR

That the weighting factor for small secondary schools be adjusted upward to reflect the real costs of operating and administering small schools in the north.

4.3 That special funding initiatives be created to subsidize the cost of providing curriculum leadership either on an individual board basis or on a shared service basis between boards in the north.

4.4 That a long-term project be initiated and funded that would address the delivery of senior level programs via computers as well as the development of appropriate courseware and the necessary in-service programs for staff and students.

4.5 That the criteria for establishing French Entities and the delivery of programs for students whose first language is French be reviewed and amended to reflect the needs of small secondary schools.

4.6 That special consideration be given to providing funding to offset the additional travel costs experienced by personnel in northern boards.

4.7 That capital dollars for equipment be increased to reflect the actual cost of purchasing the new and replacement equipment to support programs.

4.8 That the Ministry of Northern Affairs allocate an amount annually in their budget for the express purpose of upgrading secondary facilities in the northern communities, and that that amount be in addition to the capital dollars available through the Ministry of Education. These capital dollars should reflect the real costs of construction in the north.

4.9 That the Ministry of Northern Affairs provide leadership in ensuring that housing is available for staff in northern communities.

4.10 That any move toward the pooling of industrial assessment be contemplated only after a careful analysis of its impact on small northern boards.

4.11 That amalagamated boards of education be retained, and that the necessary adjustments to provincial formulae be initiated in order to ensure an equitable sharing of education taxes and a fair allocation of trustee representation across a board's jurisdiction.

4.12 That Section 250 of the Education Act be amended to read 1000 students.

APPENDIX 3

USING DISTANCE EDUCATION MATERIALS TO PROVIDE PROGRAM DIVERSITY IN SMALL HIGH SCHOOLS[1]

John Davis

The Ontario Institute for Studies in Education

A major problem facing all secondary schools is that of providing adequate, flexible, and relevant programs which will meet a wide range of student needs and abilities. The problem is exacerbated when the small school is located in an area where the opportunity for curriculum diversification through cooperation with other schools is limited and often even non-existent.

As schools' curriculum problems may arise from reasons other than the inability to cooperate with other schools, geographic, cultural, economic and political factors also create concerns. However, it is not the intent of this paper to identify constraints but, rather, to suggest that one way by which schools may try to improve their program offerings is by using distance education courses. Since the most commonly known aspect of distance education is correspondence education, it will be examined first.

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[1]This paper had its origin in research conducted during 1981-82 in small, relatively isolated district high schools in Western Australia. The study showed that the program difficulties in those schools were remarkably similar to those of Ontario's small secondary schools.

Parts of this paper appear in an article to be published in The Rural Educator.

Historical Perspective

Correspondence education in the United States has had a time-honoured tradition in its own right and has also been the model for correspondence schools in many parts of the world. In his recent OECD/CERI report Sher (1981) included a comprehensive account of the New Zealand Correspondence School (McVeagh, 1981), which has made rapid advances from the days when it served only isolated children. Now its clientele numbers over 13,000 persons including, amongst others:

1. specially gifted children who require extension programs;
2. teachers (a) who have not completed their basic training; (b) who are fully qualified but have been out of active teaching for more than two years and are required to undergo revision courses; and (c) who are fully qualified and in the teaching service, who wish to advance in the profession and therefore take courses to improve their background qualifications and extend their professional knowledge; and
3. the pupils of other small rural schools needing instruction in subjects (for example, science) in which the local teacher lacks the necessary knowledge.

Although the services of the correspondence school are not directed specifically towards the needs of students in small secondary schools, it seems logical to make the same lessons available to students in small secondary schools, both urban and rural, where they may be used to supplement the limited course offerings which are such a predominant feature of those schools. The U.S.A. 1974 Small School Study came to the same conclusion (p.26), but looked beyond offering only point-type courses.

> Likewise in rural America, correspondence courses could be sent from a central area to all the small isolated schools where under the direction of an aide or teacher the courses could be given to a small group of students. Correspondence-like courses could also be conducted via radio or television.

Not only can distance education courses be used to supplement a school's curriculum, but also to permit students to work at varying degrees of pace. They have special applicability to rural students and to students in semestered schools who leave school for periods of time to become members of the work force.

It is not suggested that distance education courses should replace conventional classrooms and that the teacher's role should be only that of a supervisor of correspondence classes. Rather, it is proposed that the two might be used to complement each other. As Barnhardt et al. say, in discussing the problems of small Alaskan high schools:

> While the "learning manager" role deserves some consideration as a way of addressing certain features of a high school program, it cannot be substituted for the direct instructional role of the teacher without jeopardizing a major portion of the learning potential that a high school program has to offer. It may resolve some of the problems of teaching, but it complicates the task of learning (Barnhardt et al., 1979, p. 26).

Indeed, in current experiments being conducted by the author on the use of distance education materials in schools, students voiced strong protest when their teacher-supervisor attempted to adopt a "learning manager" role to the exclusion of his traditional teaching role.

However, when there is no alternative to program paucity except distance education, then that instructional methodology can be used to good advantage, especially when supervision by a responsible adult is part of the process. It is interesting to note that recent developments in distance education endeavor to recreate student-teacher relationships. The Ontario Ministry of Education in Canada has introduced a policy making it mandatory that students using distance education material be supervised by a teacher. Attempts to establish these relationships are also seen in the deployment of itinerant teachers who visit students at regular intervals (Western Australia, 1979) and in the use of two-way communication technology such as the telephone, short wave radio, television and computer-assisted instruction (Davis and Ryan, 1980). An overview of these and other distance education methodologies suggests several promising developments.

Present Practices

1. Student Material

This section deals only with the in-school use of distance education materials. At their most ineffective level of use, such materials are provided to students who are then assigned study space somewhere in the school, most often in the library, and then are left to work more or less on their own. Experience shows, however, that only a small percentage of these students achieve satisfactorily. Statistics from a large Correspondence Division indicate that only 15% of such students are sufficiently motivated to be able to complete their courses. On the other hand, when the students are supervised (the second use of the materials) even in the sense of providing only moral support or giving assistance in understanding the questions, the percentage of success rises dramatically (Davis and Ryan, 1980). This suggests that an important factor in the success of students using distance education courses is not just the availability of teacher assistance, but the regularity and immediacy of that assistance. That the supervisor need not be a subject matter specialist is significant. It suggests the feasibility of one person supervising a group of students who are working on different courses and at various paces. The importance of immediate feedback, of course, has been long recognized by proponents of computer-assisted instruction who are quick to emphasize the immediate feedback and support features of that mode of instruction. Undoubtedly, this is the principle behind the Australian practice, already mentioned, of providing itinerant teacher support for isolated upper school students using correspondence materials, and of extending that support not only to the students but to their parents who, in many instances, are acting as surrogate teachers. The Western Australia Distance Education School also permits its students to phone collect to its teaching/marking staff at any time assistance is needed, and secondary school correspondence students are brought together, along with their teachers, in special two-week camps during the school year. Some primary school students on Australian correspondence courses are supported by two-way daily radio communication with regional "Schools of the Air" (Angus et al., 1981).

The third contemporary practice in many high schools involves providing not only print materials, but also a variety of other aids such as audio-visual tapes, multi-media kits and, in technical/vocational subjects, a variety of tactile resources such as tools, materials and working models. Newer aids include videotapes, conference telephone hook-ups and supplementary educational television programs. Educational television has been used successfully as a distance education methodology in two ways: the first of these is simply to provide program content; the second, and more important way, is to give students the opportunity to interact with a distance teacher at the time that the audio visual segment of the lesson is taking place.

Educational television as a support to other forms of schooling or as an independent instructional device is not new. Portugal's Telescola has been operating successfully since 1965 although its proponents are cautiously avoiding its formal evaluation, stating that:

> Telescola, even if it were proved somewhat worse in terms of academic performance, may still be better than the rural alternatives available to Portugese rural children--such as schooling a very long bus ride away, or boarding. (Taylor, 1981, p.119).

Edington (1974, pp.32-33) cited a Mexican television experiment where Mayo and Klees (1974) found that in mathematics, Spanish and chemistry, student achievement was greater than in the traditional system and was attained at less cost. He concluded that it was only reasonable that small schools pursue the immense potential inherent in telecommunications systems. It should be emphasized that a television-correspondence combination is exceptionally beneficial, especially where two-way communication is possible (Martin, 1980). Without the television component, the written correspondence material may grow wearisome. Without the correspondence materials, continuity may suffer, especially if television lessons are missed, and are not video-taped for future viewing.

In summary, distance education courses can be very useful in expanding the secondary school curriculum. Their effectiveness can be increased if they contain audio visual components and if they are supervised. The use of distance education material to aid the supervisor is examined in the next section of this article.

2. Teacher Materials

Although most distance education materials have been created to assist students, they can also be of inestimable help to teachers. It has been noted that the New Zealand Correspondence School provides professional courses to assist teachers to upgrade their qualifications. However, the academic courses which are designed for students can also be used as courses of study by unqualified teachers and by inexperienced teachers who must teach outside their areas of specialization. Such teachers are a common feature of rural high schools everywhere. Edington (1974) reported that it was quite common for the teacher in rural America to have to teach outside his area of training. Recent research (Davis, 1982) revealed that 31 percent of the rural high school teachers in Western Australia had been required to teach one or more courses outside their area of specialization

in 1981. Many of them indicated that they would welcome access to correspondence courses, seeing them as potentially useful resources which they could adapt to the particular requirements of their schools.

Recognizing the potential value of its correspondence material to teachers, and also its huge financial investment in that material, the Ontario Ministry of Education in 1981 made available to all schools, on a cost recovery basis, its vast Correspondence Division holdings. Even experienced and competent teachers have found the material useful. One school district in British Columbia, Canada, has produced a series of specialized curriculum guides and program kits which are so specific that they may be used for instructional purposes by unqualified teachers (Handfield, 1977). Since the boundary of this particular district extends into the small hamlets of remote mountain valleys where it is frequently impossible to attract trained teachers, these materials have been well used.[1] Evaluation of these kits has shown that their use produces educational experiences for the students which are closer to the policy of the Ministry of Education than might have been the case had the course been taught by qualified teachers who did not have access to the kits.

The British Columbia Ministry of Education provides courses to all students in secondary schools who need subjects which are not normally part of their school's curriculum. It has developed other correspondence courses for small schools which are unable to offer regular options because they lack the necessary facilities. Many other jurisdictions offer similar courses. There is ample precedent, then, for using correspondence courses to diversify program, to cater for a wide range of individual differences, and to supply teachers with support materials and guidance. Yet, the practice is suspect by some school officials who conclude that it encourages professional laziness. This idea must be challenged. Instances of teachers' lassitude are not confined to teachers using distance education materials. A more positive stance would be to believe than even in extreme examples where teachers depend wholly upon distance education materials in lieu of proper preparation, the persons who stand most to benefit are the students. At the very least, they would receive an approved course which has been prepared by specialists in the subject area. It could further be posited that most teachers will add their personal contributions to the distance education materials even as they do to the outlines provided by any course of studies. It is interesting to speculate that, in the future, many teachers using correspondence courses may have access to a far richer array of materials than their counterparts who are denied such access.

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[1] In one instance, where a government surveyor was inveigled by the school board to teach geography in a tiny school in the mountains, he reported that his task would have been impossible without the program kits. Four years later, he has become qualified but still finds the kits helpful.

The Future

The use of distance education materials in small secondary schools is not a new concept. It has been accepted sufficiently widely to have proven itself to be a superior alternative to inadequate and insufficient curricula. Recent developments which have the potential to enhance its attractiveness centre around the use of new communications technology. Two innovations have great potential. The first of these (which may be coupled with the use of print material), is satellite communication which gradually will make two-way television learning a practical possibility. This will be a major advance over television which delivers only program segments rather than a complete course. The second is a major development in the ways that audio-tapes, videotapes and computer tapes (or floppy discs) are used to expand the scope and depth of more traditional types of distance education materials and, in some instances, perhaps even replace them. Computers in particular have a two-way communication facility which makes them especially appealing. Mini programs in a wide variety of subject areas provide diversity and interest in standard correspondence courses.

Summary

A realistic appraisal of the future curriculum needs of small high schools may be made examining current program problems. This action reveals shortages of courses, staff and students.

Supervised distance education courses and materials can play an important role in providing curriculum diversity in small high schools, especially since new courses no longer are composed of purely print materials but may incorporate many "hands-on" features and, in addition, use electronic communications technology. There is also a growing trend towards making the materials available to school libraries where they act as resource materials for students and teachers alike.

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POOR

QUALITY

ORIGINAL